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ABSTRACT

In a national poll conducted in 1988, 83 percent of the American people felt that the nation's drug problem was "out of control." In 1988, Congress, responding to the public mandate, passed the Anti-Drug Abuse Act of 1988. Title III of the Act specifically addressed these issues by authorizing two anti-drug programs for youth. These two programs were developed by the House Committee on Education and Labor as the Committee's part of the Anti-Drug Abuse Act of 1988. Currently the war goes on. It is estimated that over one million youths run away from home each year. A 1990 study conducted by the National Network of Runaway and Youth Services found that among runaway, homeless, and other high-risk youths served by community-based agencies, 46 percent had a substance abuse problem and 14 percent were addicted to alcohol or other drugs. Youth street gangs are growing rapidly. The Committee on Education and Labor heard testimony from both public and private community-based organizations relating to the value of multi-agency consortium grants. This report presents proposed amendments which add multi-agency grants, designate funding, and require an annual report. An explanation of the bill, Congressional Budget Office estimate, section-by-section analysis, and the Act with proposed amendments are included. (LLL)

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1st Session | HOUSE OF REPRESENTATIVES | REPORT
102-222

ED338961

DRUG ABUSE EDUCATION AND PREVENTION PROGRAMS FOR YOUTH

SEPTEMBER 26, 1991.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. FORD, from the Committee on Education and Labor, submitted the following

REPORT

[To accompany H.R. 3259]

[Including cost estimate of the Congressional Budget Office]

The Committee on Education and Labor, to whom was referred the bill (H.R. 3259) to authorize appropriations for drug abuse education and prevention programs relating to youth gangs and to runaway and homeless youth; and for other purposes, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

The amendment is as follows:

Strike out all after the enacting clause and insert in lieu thereof the following:

SECTION 1. DRUG EDUCATION AND PREVENTION RELATING TO YOUTH GANGS.

(a) ELIGIBLE ENTITIES.—Section 3501 of the Anti-Drug Abuse Act of 1988 (42 U.S.C. 11801) is amended by inserting "(including agencies described in paragraph (7)(A) acting jointly)" after "agencies" the first place it appears.

(b) AUTHORIZATION OF APPROPRIATIONS.—Section 3505 of the Anti-Drug Abuse Act of 1988 (42 U.S.C. 11805) is amended by striking "$15,000,000" and all that follows through "1991", and inserting "$16,000,000 for fiscal year 1992 and such sums as may be necessary for fiscal years 1993 and 1994".".

(c) ANNUAL REPORT—Chapter 1 of subtitle B of title III of the Anti-Drug Abuse Act of 1988 (42 U.S.C. 11801-11805) is amended by adding at the end the following:

"SEC. 3504. ANNUAL REPORT.

"Not later than 180 days after the end of each fiscal year, the Secretary shall submit, to the Speaker of the House of Representatives and the President pro tempore of the Senate, a report describing—

"(1) the types of projects and activities for which grants and contracts were made under this chapter for such fiscal year,

"(2) the number and characteristics of the youth and families served by such projects and activities, and

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"(3) each of such projects and activities the Secretary considers to be exemplary.".

(d) TECHNICAL AMENDMENT.—The table of contents in title III of the Anti-Drug Abuse Act of 1988 is amended by inserting after the item relating to section 3505 the following:

"Sec. 3506. Annual report.".

SEC. 2. PROGRAM FOR RUNAWAY AND HOMELESS YOUTH.

Section 3513 of the Anti-Drug Abuse Act of 1988 (42 U.S.C. 11823) is amended to read as follows:

"SEC. 3513. AUTHORIZATION OF APPROPRIATIONS.

"To carry out this chapter, there are authorized to be appropriated $16,000,000 for fiscal year 1992 and such sums as may be necessary for fiscal years 1993 and 1994.".

SEC. 3. EFFECTIVE DATE.

This Act shall take effect on October 1, 1991.

I. INTRODUCTION

In reporting H.R. 3259, the Committee proposes to continue Title 3(b) of the Anti-Drug Abuse Act of 1988. As reported by the Committee, H.R. 3259 would authorize Title 3(b) for fiscal years 1992, 1993, and 1994.

II. COMMITTEE ACTION

One hearing on the reauthorization of Title 3(b) was held in Washington, D.C., on July 18, 1991. Testifying were: Ms. Jo Anne B. Barnhart, Assistant Secretary for the Administration for Children and Families at the Department of Health and Human Services in Washington, D.C.; Mr. David Dawley, Founder and Chair of the National Center for Gang Policy, Washington, D.C.; Ms. Nexus Nichols, Director of Public Policy for the National Network of Runaway and Youth Services, Washington, D.C.; Mr. Gary Clark, Founder, Gary Clark "Why Say No" Sports Camp and Youth Leadership Program, Washington, D.C.; Mr. Anthony Jones, Gary Clark "Why Say No" Sports Camp and Leadership Program, Washington, D.C.; Ms. Barb Broesamle, Coordinater, SaYes, and Tara, Peer Counselor, Michigan Sanctuary, Inc., Royal Oak, MI; Ms. Conna Arey, Coordinator, Aftercare Program and Mr. James Smoot, Graduate, Good Choices Program, Patchwork, Charleston, WV; Mr. Jim Nelson, Executive Director and Mr. Farley Cotton, Assistant Outreach Coordinator, At-Risk Youth Services, City, Inc., Minneapolis, MN; Mr. Eddie Banks, Administrator, and Mr. Clifton Johnson, Participant, Metropolitan Police Boys and Girls Club, Washington, DC.

The Committee also held one field hearing on the reauthorization of Title 3(b). The hearing took place on August 2, 1991, in Downey, California. Testifying were: Mr. Jamaal Wilkes, Smooth as Silk Incorporated, Los Angeles, CA; Mr. Bruce Coplen, Chair, L.A. County Interagency Gang Task Force, Los Angeles, CA; Mr. Gary Yates, Associate Director, Division of Adolescent Medicine, Children's Hospital, Los Angeles, CA; Mr. John Peel, Los Angeles Youth Network, Los Angeles, CA; and Mr. Steve Valdivia, Community Youth Gang Services, Los Angeles, CA.

H.R. 3259 was introduced by Mr. Martinez on August 2, 1991. On September 24, 1991, it was considered by the full Education and

Labor Committee, a quorum being present, and ordered reported with an amendment by voice vote.

III. Background and Need for Legislation

In a national poll conducted in 1988, 83 percent of the American people felt that the nation's drug problem was "out of control". In that same year, a Gallup Poll reported that "recent outbreaks of violence among gangs competing for the lucrative drug trade and various reports documenting the continuing influx of narcotics into this country have renewed attention on the immensity of the drug problem." In addition, more and more evidence was surfacing showing that there was an increase in the number of "at-risk" (truant, runaway and "incorrigible") youth exhibiting drug and alcohol problems.

In 1988, Congress, responding to the public mandate, passed the Anti-Drug Abuse Act of 1988. Title III of the Act specifically addressed these issues by authorizing two anti-drug programs for youth. These two programs were developed by the House Committee on Education and Labor as the Committee's part of the Anti-Drug Abuse Act of 1988.

The first program, Drug Education and Prevention Relating to Juvenile Gangs, was funded at a level of $14.8 million in FY 1991. This program requires the involvement of families and communities in a range of projects designed to prevent or reduce illegal gang activities and drug abuse among youth.

The second authorized program is Drug Education and Prevention for Runaway Youth and Homeless Youth. Also funded at $14.8 million in FY 1991, this program provides funding for service projects, research, and training designed to prevent or reduce the illicit use of drugs by this at risk population of youth.

Currently, the war goes on. It is estimated that over 1 million youth run away from home each year. A 1990 study conducted by the National Network of Runaway and Youth Services found that among runaway, homeless and other high-risk youth served by community-based agencies, 46 percent had a substance abuse problem and 14 percent were addicted to alcohol or other drugs.

Youth street gangs are growing rapidly. The two best known gangs, given notoriety by the movie "Colors", the "Crips" and the "Bloods", began in Southern California approximately 20 years ago. They now have affiliations in 32 states and 113 cities. Daily media reports show that this is not just an inner-city phenomenon and that drugs and violence are moving to the suburbs.

It is the feeling of this Committee that these programs are vital to Congress' continuing commitment to the war against drugs.

IV. Explanation of the Bill

SECTION 1. DRUG EDUCATION AND PREVENTION RELATING TO YOUTH GANGS

Amends Section 3501 of the Anti-Drug Abuse Act of 1988 (ADAA) (42 U.S.C. 11801) by adding multi-agency consortiums as designated entities to which the Secretary may make grants. The Committee heard testimony from both public and private commu-

nity based organizations relating to the value of multi-agency consortium grants. The committee recognizes that these grants encourage inter-agency cooperation and provide for a continuum of services to a targeted at-risk population and wishes to support this concept.

Amends Section 3505 of the ADAA (42 U.S.C. 11804) by establishing new authorization levels of $16 million for fiscal year 1992 and such sums as may be necessary for fiscal years 1993 and 1994. This authorization level reflects a $1.2 million increase above the 1991 appropriation. The Committee has provided this increase for the purpose of funding new direct service programs.

Adds new Section 3506 of the ADAA requiring the Secretary of HHS to submit an annual report to Congress detailing the types of projects and activities funded for that year including number and characteristics of those served by the projects, and identification of exemplary projects, if any. This language was added to conform the youth gang program with the runaway and homeless portion of the Act which already contains this requirement. The Committee feels that it is important to receive these reports in a timely manner in order to enable Congress to review the programs and assess their effectiveness.

SECTION 2. PROGRAM FOR RUNAWAY AND HOMELESS YOUTH

Amends Section 3513 of the ADAA (42 U.S.C. 11823) by establishing new authorization levels of $16 million for fiscal year 1992 and such sums as may be necessary for fiscal years 1993 and 1994. The Committee has provided this increase for the purpose of funding new direct service programs.

V. CONGRESSIONAL BUDGET OFFICE ESTIMATE

In compliance with clause 2(l)(3)(C) of rule XI of the Rules of the House of Representatives, the estimate prepared by the Congressional Budget Office pursuant to section 403 of the Congressional Budget Act of 1974, submitted prior to the filing of this report, is set forth as follows:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, September 25, 1991.

Hon. WILLIAM D. FORD,
Chairman, Committee on Education and Labor,
U.S. House of Representatives, Washington, DC.

DEAR MR. CHAIRMAN: As requested, the Congressional Budget Office has prepared the enclosed cost estimate for H.R. 3259, the Drug Abuse Prevention Programs Amendments to the Anti-Drug Abuse Act of 1988, as ordered reported by the Committee on Education and Labor on July 30, 1991. Enactment of H.R. 3053 would not affect direct spending or receipts. Therefore, pay-as-you-go procedures would not apply to the bill.

If you wish further details on this estimate, we will be pleased to provide them.

Sincerely,

ROBERT D. REISCHAUER,
Director.

Enclosures.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

1. Bill number: H.R. 3259.

2. Bill title: Drug Abuse Education and Prevention Programs Amendments to the Anti-Drug Abuse Act of 1988.

3. Bill status: As ordered reported by the House Committee on Education and Labor on September 24, 1991.

4. Bill purpose: The purpose of this bill is to authorize appropriations for drug abuse education and prevention programs relating to youth gangs and to runaway and homeless youth.

5. Estimated cost to the Federal Government:

[By fiscal years, in millions of dollars]

	1992	1993	1994	1995	1996
Drug education and prevention relating to youth gangs:					
Authorizations	16	17	17		
Estimated outlays	3	15	17	14	1
Programs for runaway and homeless youth:					
Authorizations	16	17	17		
Estimated outlays	3	15	17	14	1
Bill total:					
Authorizations	32	33	34		
Estimated outlays	6	31	33	27	2

The costs of this bill fall in budget function 500.

Basis of estimate: For Drug Education and Prevention Relating to Youth Gangs, H.R. 3259 authorizes for appropriation $16 million for fiscal years 1992 and such sums as may be necessary for each of the fiscal years 1993 and 1994. The same amounts are authorized to be appropriated for the Runaway and Homeless Youth Program. The 1993 and 1994 authorizations for both of these programs were estimated by increasing the 1992 stated amount for projected inflation. Estimated total outlays assume full appropriation of authorizations and reflect the spending patterns of existing programs.

6. Pay-as-you-go: Section 252 of the Balanced Budget and Emergency Deficit Control Act of 1985 sets up pay-as-you-go procedures for legislation affecting direct spending or receipts through 1995. Because this bill would not affect direct spending or receipts, there are no pay-as-you-go implications.

7. Estimated cost to State and local government: None.

8. Estimate comparison: None.

9. Previous CBO estimate: None.

10. Estimate prepared by: Karen Watkins.

11. Estimate approved by: C.G. Nuckols, for James L. Blum, Assistant Director for Budget Analysis.

VI. Committee Estimate

With reference to the statement required by clause 7(a)(1) of rule XIII of the Rules of the House of Representatives, the Committee accepts the estimate prepared by the Congressional Budget Office.

VII. Inflationary Impact Statement

Pursuant to clause 2(l)(4) of rule XI of the Rules of the House of Representatives, the Committee estimates that the enactment of H.R. 3259 will have no inflationary impact on prices and costs in the operation of the national economy. It is the judgment of the Committee that the inflationary impact of this legislation as a component of the Federal budget is negligible.

VIII. Oversight Findings of the Committee

With reference to clause 2(l)(3)(A) of rule XI of the Rules of the House of Representatives, the Committee's oversight findings are set forth in the Background and Need for the Legislation section of this report. No additional oversight findings are applicable at this time.

IX. Oversight Findings and Recommendations of the Committee on Government Operations

In compliance with clause 2(l)(3)(D) of rule XI of the Rules of the House of Representatives, no findings or recommendations by the Committee on Government Operations were submitted to the Committee with reference to the subject matter specifically addressed in H.R. 3259.

Section-by-Section Analysis of H.R. 3259

SECTION 1. DRUG EDUCATION AND PREVENTION RELATING TO YOUTH GANGS

Amends Section 3501 of the Anti-Drug Abuse Act of 1988 (ADAA) (42 U.S.C. 11801) by adding multi-agency consortiums as designed entities to which the Secretary may make grants.

Amends Section 3505 of the ADAA (42 U.S.C. 11804) by establishing new authorization levels of $16 million for fiscal year 1992 and such sums as may be necessary for fiscal years 1993 and 1994.

Adds new Section 3506 of the ADAA requiring the Secretary of HHS to submit an annual report to Congress detailing the types of projects and activities funded for that year including number and characteristics of those served by the projects, and identification of exemplary projects, if any.

SECTION 2. PROGRAM FOR RUNAWAY AND HOMELESS YOUTH

Amends Section 3513 of the ADAA (42 U.S.C. 11823) by establishing new authorization levels of $16 million for fiscal year 1992 and such sums as may be necessary for fiscal years 1993 and 1994.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

ANTI-DRUG ABUSE ACT OF 1988

* * * * * * *

TITLE III—DRUG ABUSE EDUCATION AND PREVENTION

SEC. 3001. TABLE OF CONTENTS.

The table of contents for this title is as follows:

TITLE III—DRUG ABUSE EDUCATION AND PREVENTION

Sec. 3001. Table of contents.

Subtitle A—Drug and Alcohol Abuse Education Programs

* * * * * * *

Subtitle B—Drug Abuse Education and Prevention

CHAPTER 1—DRUG EDUCATION AND PREVENTION RELATING TO YOUTH GANGS

Sec. 3501. Establishment of drug abuse education and prevention program relating to youth gangs.
Sec. 3502. Application for grants and contracts.

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Sec. 3506. Annual report.

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Subtitle B—Drug Abuse Education and Prevention

CHAPTER 1—DRUG EDUCATION AND PREVENTION RELATING TO YOUTH GANGS

SEC. 3501. ESTABLISHMENT OF DRUG ABUSE EDUCATION AND PREVENTION PROGRAM RELATING TO YOUTH GANGS.

The Secretary of Health and Human Services, through the Administration on Children, Youth, and Families, shall make grants to, and enter into contracts with, public and nonprofit private agencies *(including agencies described in paragraph (7)(A) acting jointly)*, organizations (including community based organizations with demonstrated experience in this field), institutions, and individuals, to carry out projects and activities—

(1) * * *

* * * * * * *

SEC. 3505. AUTHORIZATION OF APPROPRIATIONS.

To carry out this chapter, there are authorized to be appropriated [$15,000,000 for the fiscal year 1989 and such sums as may be necessary for each of the fiscal years 1990 and 1991] *$16,000,000*

for fiscal year 1992 and such sums as may be necessary for fiscal years 1993 and 1994.

SEC. 3506. ANNUAL REPORT.

Not later than 180 days after the end of each fiscal year, the Secretary shall submit, to the Speaker of the House of Representatives and the President pro tempore of the Senate, a report describing—

(1) the types of projects and activities for which grants and contracts were made under this chapter for such fiscal year,

(2) the number and characteristics of the youth and families served by such projects and activities, and

(3) each of such projects and activities the Secretary considers to be exemplary.

CHAPTER 2—PROGRAM FOR RUNAWAY AND HOMELESS YOUTH

* * * * * * *

[SEC. 3513. AUTHORIZATION OF APPROPRIATIONS.

[(a) AUTHORIZATION.—Subject to subsection (b), to carry out this chapter, there are authorized to be appropriated $15,000,000 for fiscal year 1989 and such sums as may be necessary for each of the fiscal years 1990 and 1991.

[(b) LIMITATION.—No funds are authorized to be appropriated for a fiscal year to carry out this chapter unless the aggregate amount appropriated to carry out title III of the Juvenile Justice and Delinquency Prevention Act of 1974 (42 U.S.C. 5701-5751) for such fiscal year is not less than the aggregate amount appropriated to carry out such title for the preceding fiscal year.]

SEC. 3513. AUTHORIZATION OF APPROPRIATIONS.

To carry out this chapter, there are authorized to be appropriated $16,000,000 for fiscal year 1992 and such sums as may be necessary for fiscal years 1993 and 1994.

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